

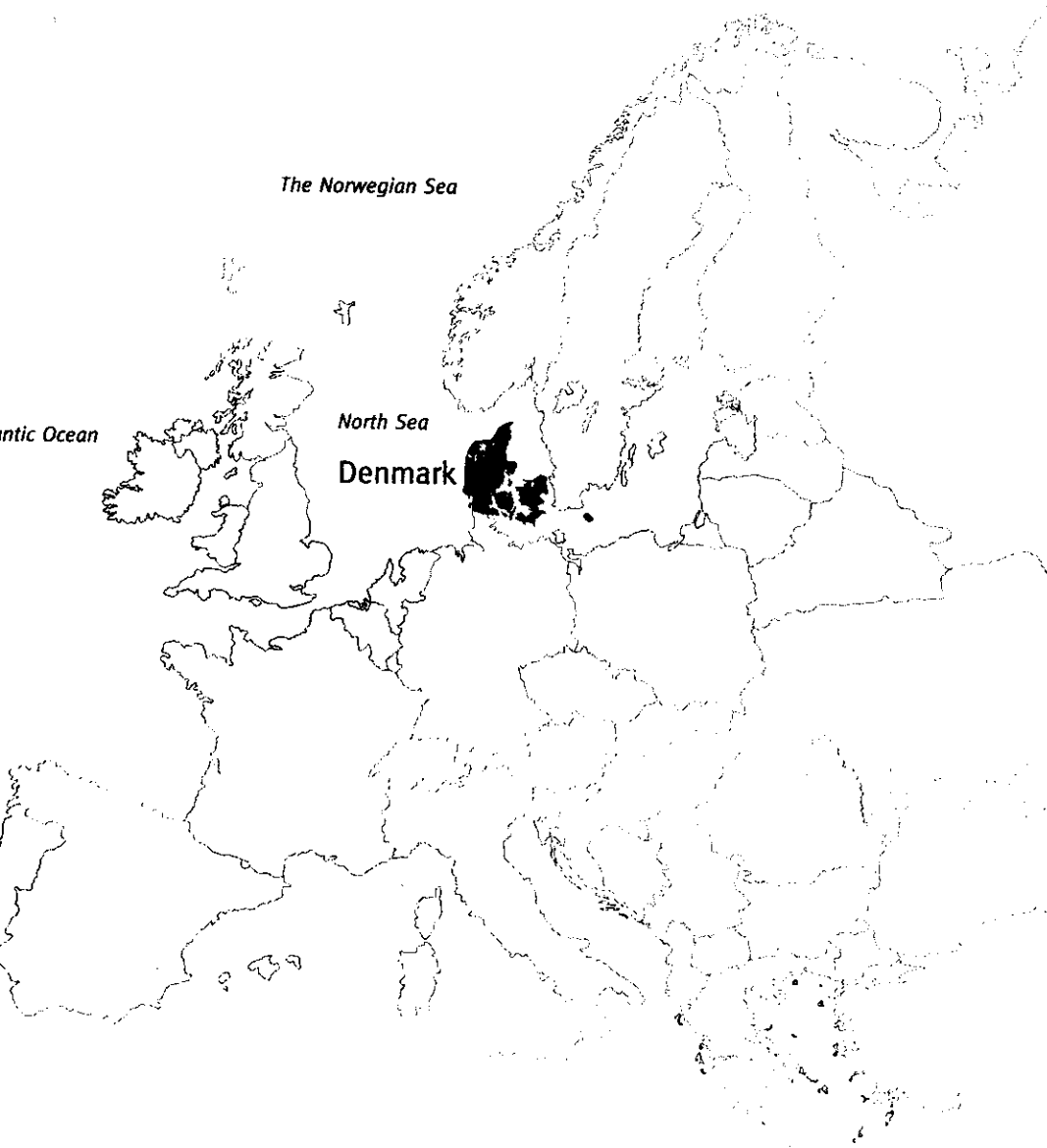
The Ministry of Foreign Affairs
The Ministry of Housing and Urban Affairs
The Ministry of Environment and Energy



The Danish National Report to Istanbul+5

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Preface

In resolution 53/180 of 15 December 1998, the UN General Assembly agreed to review and assess the implementation of the results of the June 1996 UN Conference on Human Settlements in Istanbul, at a special three-day meeting in June 2001. The results of the Istanbul Conference in 1996 were set down in two closing documents: the Istanbul Declaration and the Habitat Agenda. These two documents make up the action programme from the conference.

Prior to Istanbul+5, on the basis of joint guidelines, individual countries have been encouraged to prepare national reports which describe how far the Habitat Agenda has been implemented at national level.

This National Report is a supplement to and continuation of "The Danish National Report on Habitat II" from 1996, and it deals with the Danish follow-up to the Habitat Agenda. When preparing this report it has been difficult to apply all of the recommended indicators and guidelines. Therefore, the indicators and guidelines for reports have been applied with a certain degree of flexibility in order to achieve a useful result. Each chapter is introduced with a quotation from the Istanbul Declaration in order to illustrate the connection with the Habitat Agenda. The quotations selected do not necessarily reflect any particular prioritisation of the issues concerned.

Development trends and experience

While urban and housing policy has aimed at quantitative growth for many years, ideas of how to improve living standards and the quality of life have gradually been revised in a number of areas.

This can be seen in the change of focus from solely covering the size and standard of the housing stock to now also including problems regarding specific urban areas and neighbourhoods – a focus requiring much more comprehensive solutions. For example, increasing urban segregation has created new types of social problems, which require more holistic and cross-sectoral solutions.

Urban segregation expressed by spatial and urban separation with respect to different social groups is caused by a large number of factors. For example, a too sharp division of types of ownership in different urban areas (areas with detached houses, non-profit housing estates, student halls of residence, etc.) can sow the seeds of social segregation and thereby other types of segregation; cultural, professional, etc. Those with resources buy their own dwelling, whereas those without live in or are assigned to various types of rented accommodation. Although previous housing policy and physical planning has given rise to segregation in some ways, in other ways policies have also reduced trends towards segregation.

Other factors which are significant in order to explain urban segregation include physical nature of dwellings, general development trends in society such as structural problems and the economic cycle, as well as 'natural' tendencies towards segregation which will always occur in a housing market driven by supply and demand.

Moreover, it is considered that urban segregation 'by nature' generally has a reinforcing effect. In areas – dominated by non-profit housing as well as private housing – where residents are primarily among society's marginalised and disadvantaged groups, there is a tendency that residents who can afford an alternative will move. Quite often this means that the area becomes less attractive compared with other urban areas with respect to cultural investment, commerce, business etc. And consequently this can further motivate people to move away – the beginning of a negative and segregating urban development.

Urban segregation is not always a problem, neither for the city, nor its residents. However, in practice these areas are often isolated (culturally, commercially, infra-structurally, etc.) from other urban areas, like a stigma develops over living in these areas. Therefore, urban segregation often becomes a problem for people living in deprived urban areas because it puts everyday welfare under increasing pressure and reinforces the risk of being socially excluded. In other words, there is a risk that the deprived urban areas will reinforce and reproduce poorer living conditions for disadvantaged groups. Both the Vollsmose area in Odense and North West Copenhagen (cf. chapter 2), which comprise the two cases in this National Report, are

typical examples of urban areas where segregation has had a significant negative effect on urban development.

A relatively high number of immigrants and refugees live in deprived and segregated urban areas, and therefore these groups are particularly affected by urban segregation. Current concentrations in deprived non-profit housing areas can partly be explained by the labour market conditions and opportunities of finding a dwelling in the 1970s. At that time, demand for foreign labour was primarily in and around Copenhagen, and dwellings were primarily available in non-profit housing areas.

Although the foundations of urban segregation were laid in the 1960s and primarily 1970s, it was first reinforced and thus more visible during the 1980s and 1990s. The political initiatives that have been implemented to combat urban segregation and improve the living conditions and day-to-day lives of the people who live in these areas have become more comprehensive since the mid 1980s. This applies to both the urban initiatives and instruments, and the perspective on urban areas and sustainable urban development.

As early as 1985, the Danish Parliament – Folketinget – passed a new Act that allowed remortgaging of deprived and distressed non-profit housing estates in order to initiate



hensive renovation. The initiative did improve the appearance of the areas and buildings, but experience also showed, however, that physical improvements do not in themselves improve social and cultural life, etc. in urban areas.

The setting-up of the Government's Urban Committee in September 1993 – and the Urban Committee's action plan (October 1993) with 30 proposals for concrete actions – can be seen as the start of a more holistic approach to the complex and closely interrelated urban problems (cf. chapter 2). The holistic perspective is reflected in two respects. Firstly, the wide composition of ministers on the Urban Committee (there are seven ministers in the Committee today, including the Minister for Housing and Urban Affairs who is the chairman). Secondly, the design of the action plan including a new comprehensive remortgaging scheme in order to renovate buildings and reduce the level of rent, employment of consultants for residents, social activities, special job-training programmes for young immigrants, etc.

The first stage of the Urban Committee primarily focused on solving problems in the most deprived urban areas. Experiences from other countries indicate that the chances of solving problems in the long term, and thereby initiating sustainable urban development, are better if both opportunities and problems in an urban area are considered in the wider perspective. Likewise, if the positive resources are applied in more direct ways to solve problems. This broader urban perspective is the point of departure for the current 12 Urban Regeneration Projects initiated by the Government's Urban Committee since 1996 (cf. chapter 2).

With the establishment of the Ministry of Housing and Urban Affairs in 1998, the Government's white paper on urban policy to Parliament, and the Urban Action Plan in 1999, the urban perspective has widened even more and now includes the whole city. Focus is now on both well-functioning and deprived urban areas. Likewise, focus is now on both problems and opportunities in the cities (cf. chapter 5).

One overall objective of Danish urban policy, which today itself constitutes an important contribution to general welfare policy, is to ensure that cities remain centres for growth and development in society as such. Furthermore, a central objective is to promote sustainable (socially, culturally, environmentally, etc.) and integrated urban development so that progress in one urban area does not automatically cause decline in other urban areas. Thus, Danish urban policy corresponds with the guidelines for urban policy recommended by the European Commission in the publication 'Sustainable Urban Development in the European Union: a Framework for Action'.

Since 1997 and up until the end of 1999, the 15 EU member states have co-operated in shaping a European urban policy in continuation of the European Spatial Development Perspective (ESDP) report. This has been achieved by sharing experiences within selected themes that are regarded as being a natural part of ESDP.

This co-operation has resulted in three reports which together treat seven different themes. Each report contains a description of the chosen theme, a list of recommendations as well as case stories from each country.

The selected themes which the reports deal with are: Multiple deprivation – comprehensive integrated approach to urban renewal; Town-centre management; Good governance and community involvement; Sustainable land use; City-friendly transport policies; An expertise-based approach to the economic development of urban regions; and, finally, urban research and information systems.

During the Finnish Presidency in 1999, it was decided to continue the co-operation on urban issues and during the French Presidency in the second half of 2000, a work programme for further co-operation for the next few years was approved.

The new work programme includes a list of prioritised themes covering: 1) Better recognition of the role of cities in spatial planning. 2) New approach of urban policy at national level and impact of policies at EU level. 3) Support for the community life in disadvantaged neighbourhoods. 4) Measures to eradicate social, ethnic and discriminating segregation in disadvantaged neighbourhoods. 5) Work on different spatial scales. 6) Partnership between private and public sectors. 7). Dissemination of best practices and networking. 8) Use of new technology of communication and information. 9) Deepening of the analysis of urban phenomena.

Future Presidencies are expected to address these prioritised themes until the end of 2006.

The specific initiatives and projects in Danish urban policy concentrate on five main issues: 1) Economic growth, private investments and employment, 2) Democracy, influence and participation, 3) Social initiatives – mixed dwellings and mixed ownerships, 4) Physical and spatial dimensions of the city, 5) Organising an urban policy.

An important principle in Danish Urban Policy is co-ordination and co-operation between ministries involved, between central and local government, between citizens and the authorities and between the public sector and the private sector.

Binding private/public sector partnerships which are more far reaching than traditional co-operation are both essential and difficult instruments with respect to implementing the objectives and initiatives of urban policy. Contrary to countries having a long tradition of involvement of private business, such as the USA and Great Britain, there is another division – and perception – of roles and responsibilities between the public and private sectors in the Nordic welfare states, including Denmark. However, if the problems in deprived urban areas are to be solved in the long term, it is important that these areas also become more attractive to private investment.

Furthermore, an important task of urban policy is to counteract the functionally segregated city. That is, to mix urban functions in each area and thus achieve a higher degree of urban variation.

Environmentally, the hitherto consumption of natural resources is increasingly being questioned, and the recommendations of the Rio Conference in 1992 have received high priority in Danish policy. Although a number of initiatives for more sustainable dwellings and settlements have been taken in recent years, it has been difficult for Denmark to reach the goals for CO₂ emissions adopted at the Rio Conference.

In October 2000, the strategy for Danish development assistance was revised. "Partnership 2000" retains the fundamental objectives and principles of Danish development policy, but also takes account of international changes and sharper priorities in a number of areas.

Danish development co-operation will continue to give priority to combating poverty in rural areas. At the same time it will take account of the increasing urbanisation of poverty and incorporate this development by including rural/urban relationships in the organisation of activities. This also applies for the sector programmes under the development allocations.

Rural and urban areas are not mutually exclusive. On the contrary, development in urban areas is closely related to development in rural areas through the exchange of labour, services, goods, and natural resources.

Regarding the special environmental support under the MIFRESTA facility priority lies within the environment field in the wide sense. Urban and rural areas as well as poverty reduction are included.

In addition to Denmark proper, the Kingdom of Denmark comprises the self-governing areas of the Faroe Islands and Greenland, the world's largest island. This national report is concerned only with Denmark proper.

1. Housing in Denmark

"The challenges of human settlements are global, but countries and regions also face specific problems which need specific solutions..." (The Istanbul Declaration, para.5)

1.1. Introduction

With regard to the number of dwellings in Denmark, developments have been influenced by the general economic growth of the late 1990's. Prices of real property have increased, and the level of new construction has increased. There have also been extensive renewal activities. Low interest rates have been a significant contributory factor to this favourable development.

Between 1995 and 2000, the total housing stock has increased from 2,427,000 dwellings to about 2,489,000 dwellings – an increase of about 62,000 dwellings, corresponding to about three per cent. As the size of the population in the same period has been almost constant, the increase in the number of dwellings reflects the fact that the average size of households continues to decrease.

The number of dwellings with deficiencies in installations has fallen between 1995 and 2000 from about 256,000 to 198,000, which means that eight per cent of the total housing stock now has deficiencies in installations.

At the same time, however, increasing problems have emerged in a number of urban areas, particularly in larger towns and cities. This often involves buildings and urban areas which were constructed on the basis of earlier perceptions of how good dwellings and urban areas should be designed. These perceptions which have been overtaken by social and economic developments. Thus, today these urban areas can be said to constitute a concentration of social and physical problems, i.e. a high rate of unemployed and socially excluded people, dysfunctional families, violence, crime, and vandalism. At the same time there is – as described in the introduction – a tendency for a vicious circle to evolve. Those with resources move away, and it becomes difficult for these areas to attract investment in building, business, and culture.

Contrary to the problem of a shortage of dwellings in the 1960's and the beginning of the 1970's, urban problems today are far more extensive, inter-sectoral and complex. Therefore, since the beginning of the 1990's there has been more focus on developing a holistic urban policy aiming at coordinating the many different public-sector measures. Consequently, holistic urban renewal, Urban Regeneration Projects, local democracy and involvement, and governance etc. are central elements in this new holistic approach to urban development.

The holistic approach to urban problems is described in more detail in chapters 2 and 5.

1.2. Developments in subsidised new construction

There are two categories of subsidised new construction in Denmark – non-profit housing and private subsidised co-operative apartments.

While the quantity of new construction of owner-occupied dwellings has increased, the amount of new subsidised housing has decreased.

Generally, during the last decade the number of construction of subsidised dwellings has been reduced. In the beginning of the 1990's the number of subsidised dwellings comprised 75 per cent of all new housing construction whereas subsidised dwelling today only constitutes approximately 50 per cent of all new construction.

This fall is particularly evident in larger towns and cities as there has been a shift in subsidised construction from larger to smaller towns. At the same time as this geographical shift, there has also been a shift within the non-profit housing sector – from family dwellings to homes for the elderly people.

Municipalities have had more freedom to lay down the scope and the price of subsidised construction. In 1998, the economic commitment of municipalities was changed so that the municipal basic-capital loan was increased from 7 per cent to 14 per cent of the final acquisition price, and the municipal subsidy for payment has been abolished. Furthermore, from 2001 municipalities can choose to finance the basic capital by loans instead of financing it via the municipal budget.

1.3. Expansion of housing co-operatives

Co-operative apartments are mid-way between owner-occupancy and tenancy. By becoming a member of a housing co-operative, a person does not buy a dwelling, but a share of the capital of the co-operative which comprises the value of the property. The purchase of the share gives the buyer the right to use an apartment.

In relative terms, the co-operative apartment sector has experienced the greatest growth in recent years – from 129,000 in 1995 to 159,000 in 2000. This growth is partly due to the fact that there have been significant increases in owner-occupied properties, and some groups have been forced to choose a cheaper type of dwelling.

Firstly, co-operative apartments can be established in the older housing stock by residents in properties with private tenancies taking over the property on a co-operative basis when it is to be sold through a statutory pre-emption right. Public subsidies are not available for this type of co-operative apartment. Most of the growth in the number of co-operative apartments is

due to the conversion of private tenancies to co-operatives. E.g. the Municipality of Copenhagen has sold almost 20,000 municipal dwellings, and the majority of these have been taken over by residents on a co-operative basis. In many cases, these sales to residents have meant that they have organised themselves and initiated urgent maintenance and improvement work.

Secondly, new co-operative apartments have been constructed with public subsidies. Particularly with housing co-operatives, there is a new type of co-operative apartment in new construction – private non-subsidised co-operative apartments.

1.4. Individual housing subsidies

In 1999 public expenditure on housing in Denmark amounted to about 2.5 per cent of total public expenditure.

Of the DKK 15 billion, over half was applied to individual housing subsidies, which include rent allowances and rent subsidies.

Rent allowances are granted to households with one or more people who receive pension or are the elderly and/or the sick. The size of the allowance depends on the size of the rent, the size of the apartment, as well as the number of children in the household. On average, households entitled to rent allowances received DKK 20,000 per year.

Rent subsidies are granted to non-pensioners and account for about one quarter of the total expenditure on individual housing subsidies. The subsidy depends on the size of the rent, the income, and apartment, as well as the number of children in the household. On average, households entitled to rent allowances received DKK 12,000 per year.

In 1999 a total of 500,000 households received housing subsidies, and this number has remained stable throughout the 1990's. The number means that almost half of all households in rented dwellings in Denmark receive individual housing subsidies.

1.5. Initiatives for socially excluded and homeless people

The number of people who are actually homeless in Denmark is estimated at less than 10,000 people, corresponding to 0.1 per cent of the population.

A survey has shown that about 3,000 of the homeless make use of the 86 county authority establishment centres and shelters in Denmark. The rest do not have a fixed address. In recent years there has been an increasing concentration of ethnic groups at public institutions for the homeless.

In 1999, the Ministry of Housing and Urban Affairs initiated a pilot scheme which provides support for creating dwellings for those groups in society who either cannot or will not live in dwellings which the majority find attractive. Examples of this type of 'alternative' dwelling are summer-cottage-like dwellings, site huts, houseboats, self-built projects, etc.

Today, there are already widespread examples of 'spontaneous' residential environments. Experience shows that the dynamics of these developments lie in the 'unfinished principle'. Residents have more influence and rights than usual, and opportunities to extend and convert as they wish are part of the qualities of this type of area.

In addition to re-establishment centres and 'spontaneous' residential environments, there is a significant full-year settlement in buildings which are not approved for habitation or which are classified as summer cottages. These include rented business premises, allotment houses and summer cottages.

It is estimated that this type of dwelling houses 50,000 households, corresponding to two per cent of all households. This reflects partly the fact that there are households who prefer more informal types of dwelling, and partly that there are households who have difficulty in paying the cost of a normal dwelling.

1.6. Accessibility

In June 1997 an inter-ministerial committee submitted an action plan entitled 'Accessibility for all – an action plan for the access by the handicapped to the physical environment'. Further to this, a nationwide information campaign was completed on how to create better access, a collection of examples was issued, and a number of pilot projects were initiated.

Several important initiatives have been taken in order to implement the action plan; tightening of existing requirements concerning access to new construction, establishment of new channels for handicap organisations to complain, elaboration of standards for accessibility, information campaigns etc.

Furthermore, in November 2000 the Government's Handicap Committee published a report pointing at new initiatives to be taken, e.g. accessibility to buildings owned by the central administration, further amendments to legislation concerning construction, grants to local projects on accessibility and urban development, and education of consultants on accessibility.

1.7. Initiatives for better and cheaper construction

While, in line with general industrialisation, almost all consumer goods have become cheaper, new construction has not. Over the past 25 years there has been an increase in the number of labour hours per square meter of new construction.

At the same time, there have been problems with the quality of construction. The latest annual report of the Danish Building Defect Fund shows that, during the five-year inspection period of 3,297 buildings erected from 1990 to 1995, serious defects/damage were identified in 2 per cent of the buildings. Furthermore, 42 per cent of the 420 private co-operative apartment blocks erected in the same period were also subject to serious defects/damage. In addition, 10 per cent of this damage was on bearing or stabilising constructions.

These developments also reflect some of the structural problems within the construction industry. On the one hand, the Danish building sector is characterised by a large number of small enterprises which means that each construction involves a large number of different enterprises, which limits opportunities for rationalisation. On the other hand, many of the owners of buildings who are in charge of construction do not possess the professional skills necessary to control and oversee construction optimally.

With this background, two large industrial promotion programmes were initiated in the late 1990's intended to improve services from the building industry and make them cheaper.

'Project Renovation' was carried out between 1995 and 1999 with the objective of showing ways of improving productivity by 15 per cent over a five-year period. Part of the project was to carry out about 100 development projects, which focused on possibilities for industrialised renovation products, for example prefabricated bathrooms.

In 1998, the Ministry of Housing and Urban Affairs and the Ministry of Trade and Industry initiated 'Project House'. The objective of this project is to make new construction both better and cheaper over a ten-year period.

Finally it can be mentioned that the Ministry of Housing and Urban Affairs in co-operation with the Ministry of Industry in 1995 implemented an initiative called 'Elaboration of Process and Product'. The objective of this initiative is to test how construction can be improved by establishing consortia composed of different companies. Four consortia have been selected for this experiment which will be terminated at the end of 2001. However, the results until now show that co-operation becomes more effective and productivity and the quality of construction is improved.

1.8. Overall financial costing in construction

As a consequence of the long lifetime of buildings, recent years have seen a growing need to view buildings on the basis of their total lifetime and thus establish overall financial costing instead of solely focussing on construction costs.

The objective of establishing overall financial costing is both to reduce annual expenditure on buildings and minimise the consumption of resources entailed in construction, operation, renovation, and demolition of buildings.

Since 2000, a total economic assessment has been required for all new subsidised housing. The Ministry of Housing and Urban Affairs has developed a calculation model which compares the costs of construction with the subsequent running costs and costs of supply. Furthermore, Byggeriets Udviklingsråd (a council for the construction sector) has elaborated a handbook with guidelines on how overall financial costing can be integrated in decision-making concerning new construction and renovation.

1.9. Initiatives to promote environmentally friendly construction

Increasingly, comprehensive initiatives are emerging to reduce the consumption of resources in the construction and operation of buildings.

In general, these initiatives concentrate on the following four main areas:

- Energy savings (through insulation, heating recovery, application of bio-fuels and other sustainable-energy sources, etc.)
- Water savings (through treating waste water, special water-saving taps, etc.)
- Measures for the indoor climate (through requirements for declarations on building materials, etc.)
- Waste management (through recycling building materials, waste separation, etc.)

Among the many new initiatives taken over the past five years are:

1. Permission to use rainwater. On the basis of scientific studies on health aspects, from 1 April 2000 it has been permitted to establish rainwater containers which collect rainwater from roofs. The water may be used to wash clothes and flush toilets in households.
2. Requirements for individual consumption metering. From 1 January 1999 there has been a requirement that consumption of electricity and heat must be measured for each individual dwelling. This means that meters have been installed in a large amount of the existing housing stock. Experience shows that the presence of meters in itself is enough to change behaviour patterns.

3. Preparation of further tightening of the building regulations. To follow up the government's 'Energy 21' plan from 1995, it has been decided to prepare new building regulations that, from 2005, will ensure a reduction in energy consumption in new construction about 33 per cent. In order to achieve these targets, the Ministry of Housing and Affairs, in collaboration with the Ministry of Environment and Energy, has prepared framework programmes for research that will contribute to more energy-efficient construction.

4. A handbook on environmentally correct planning represents the conclusion of a government project which the Danish Association of Consulting Engineers and the Danish Association of Architects, respectively, FRI and PAR, have conducted for the Danish Environmental Protection Agency under the title 'Environmentally Correct Planning'. The project was conducted in association with a number of firms of consulting engineers, architects, the Danish Building Research Institute, and the Danish Technological Institute. The objective has been to develop a strategy for how consumption of resources, and environmental and health impacts can be gradually reduced and how cleaner technologies can be introduced in building and construction activities. Phase 1, up to 1994, included creating terminology and developing basic working techniques. Phase 2, 1994-1997, included further development and operationalisation via tests on demonstration projects. In 1997, the Handbook on Environmentally Correct Planning was issued as a conclusion of the project.

About 75 per cent of the Danish population live in towns and cities, and environmental sustainable development depends entirely on how we address cities' enormous consumption of resources and environmental impact. A new urban-ecological strategy is based on finding the solution with the least environmental impact in a specific area. Holistic assessments, life cycle analyses, and social commitment to solving environmental tasks are included in the strategy. Experience and knowledge on urban-ecological solutions are collected and reported by the Danish Centre for Urban Ecology.

2. Urban and housing initiatives

"As human beings are at the centre of our concern for sustainable development, they are the main concern for our actions as in implementing the Habitat Agenda..." (The Istanbul Declaration, paragraph 1)

2.1. Introduction

In recent years, there has been a clear trend towards segregation between various urban areas and blocks in all larger towns and cities. Despite economic growth and the low unemployment rate, there remain areas that have managed much worse than others, particularly in large cities.

Segregation is spatial separation of different social and cultural groups in society so that they live in different parts of a town or city. Although Danish towns and cities are far from segregated as those in many other countries, this has caused significant problems. These problems have to some degree been aggravated by the fact that municipalities mainly have the right to assign people to non-profit housing estates, which is the dominant type of housing in urban areas and suburbs. This has contributed to more rapid segregation, and thus a concentration of problems in specific areas.

When the government – in connection with the establishment of the Urban Committee in 1993 – charted the extent of these problems, it was ascertained that approximately 25 per cent of the population, corresponding to 5 per cent of the population, lived in areas which were described as having particular social problems. Half of these areas are located in the Greater Copenhagen region, while the rest are spread in larger cities and towns.

This chapter describes some of the central instruments used in recent years, and – as a result – a description of Urban Regeneration Projects in two specific deprived urban areas.

In addition, Chapter 5 on Urban Governance provides a report on a number of initiatives regarding urban and housing-social efforts.

2.2. The work of the Urban Committee

In order to address increasing urban and housing social problems that have emerged in recent years, the government decided to set-up an Urban Committee in 1993. The Committee is a ministerial committee chaired by the Minister for Housing and Urban Development. The objective is to implement holistic initiatives in order to combat problems in deprived urban areas, such as rent reductions, renovation activities, employment of resident advisers, social schemes, targeted integration initiatives, and crime-prevention initiatives.

'Social housing. Get a good start!'

The quotes below illustrate some of the experience from past work on social housing in projects that have been completed on the initiative of the Danish Government Urban Committee.

"In order to achieve good results from social initiatives in urban areas, it is crucial that residents are involved as much as possible with respect to both the decision-making processes, and the implementation of these decisions. On the face of it, this sounds easy, but in fact it is not so simple. On the other hand it is the only solution because the focus must be on the residents and, after all, it is the residents' problems which must be solved." (Resident consultant)

"Confidence is of crucial importance, if good co-operation between the (urban) actors is to be established. However, there is a widespread lack of confidence with respect to public systems, so from the outset of co-operation, professionals must be prepared to meet scepticism regarding 'the people from the local authority'." (Person responsible for a project)

"Today, local authorities cannot do without these projects. For example, this applies to our project for mothers who do not speak Danish and their children. Today, 150 users are benefiting from the project. This means that both mothers and their children are better integrated into the community, like we ensure that children learn enough Danish to cope when they start school". (Active resident)

A total of DKK 7 billion has been allocated for the activities of the Urban Committee. Of this figure, DKK 6 billion have been applied to investments in physical improvements, while the remainder has been applied to social improvements.

Those initiatives with special focus on immigrants and refugees have been particularly effective in enhancing immigrants' own activities and networks. On the other hand, it has proved more difficult to improve integration of immigrants in residential areas and the surrounding community. Furthermore, there have been successful activities aimed at young people with problematic behaviour patterns in that there have been significant reductions in crime and vandalism.

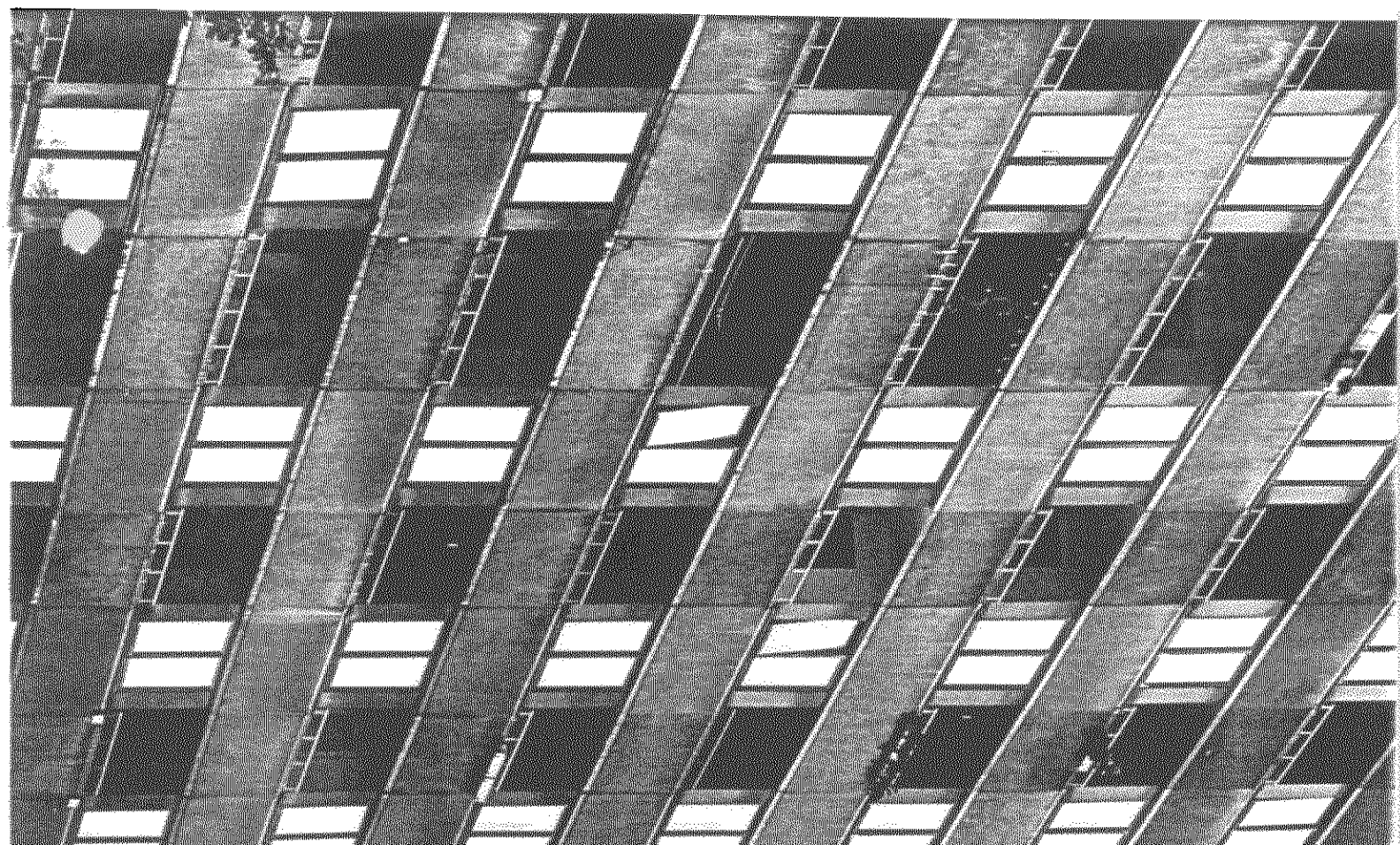
It is worth noting that urban policy initiatives have been able to influence movement to and from the deprived areas. Thus, there has been a drop in the number moving away from the areas, particularly among more well-off residents. At the same time an increasing number of people with jobs (and a decreasing number of people on transfer incomes) have moved to the areas.

In the assessment of the work of the Urban Committee, the deputy director general for the Danish Building Research Institute said the following:

"Today, there is widespread agreement that we must never again build purely residential complexes for several hundred people as we did in the 60's and 70's. These developments were solely planned to sleep and watch television in.

The misery of these 'sleeping cities' did not become apparent until unemployment became a problem in the 1980's. However, many of the original residents in these areas had already moved to detached houses because of the financial advantages. Instead, primarily the unemployed and the less well-off moved into the concrete ghettos".

Industrialised buildings from the seventies. Photo: Jørgen Jørgensen



In other words, experience indicates that efforts have contributed to stopping a number of the negative development processes in subsidised building developments. This has prevented many of the problems from becoming worse, and in some areas it has reduced problems.

At the end of 1997 the Urban Committee decided to extend the social initiatives in the most deprived urban areas in the period 1998-2003.

2.3. Urban Regeneration Projects

An urban regeneration project is a holistic intervention aiming at improving poorly functioning urban areas through simultaneous initiatives at several levels.

Urban regeneration can be considered as "preventive urban renewal", and it is especially linked to the so-called "grey urban renewal areas" where problems are not merely linked to the physical structure, but equally to the people who live and work in the areas.

Generally speaking, Urban Regeneration Projects have been initiated because previous experience has shown that traditional urban renewal cannot solve problems regarding poorly integrated urban areas with many social and employment problems.

Urban Regeneration Projects began in 1993 with an agreement between the Municipality of Copenhagen, the Ministry of Social Affairs, and the Ministry of Housing and Urban Affairs on a specific project in North West Copenhagen. Later, this project was followed up when six other urban areas were selected for Urban Regeneration Projects.

Together, the seven areas included in urban regeneration comprise 60,000 inhabitants. The areas are very different. More modern suburbs dominated by non-profit dwellings, older distressed urban areas, and very mixed areas with regard to the standard of dwellings and ownership. The selected areas do have in common that there are significant problems which affect several sectors, and initiatives have been co-ordinated with goals which underpin each other.

A vital element in the seven projects has been comprehensive and systematic efforts to involve local residents in the design and priorities of the specific initiatives in the local areas. Moreover, there have been attempts to involve other local stakeholders such as organisations, businesses, etc. Key words in Urban Regeneration Projects are co-operation agreements between the state and municipalities and cross-sectoral co-operation in both the municipalities and the state.

However, the results of the projects so far have not shown visible signs with regard to business and employment.



As an expression of the high expectations associated with the Urban Regeneration Projects, in the spring of 2000 the government decided to grant money for further projects, and five new areas were designated for urban regeneration in the coming years – among others Vollsmose in the municipality of Odense.

2.4. Vollsmose in Odense – an example

The Vollsmose area in Odense comprises heavily industrialised rented dwellings from the late 1960s and early 1970s, a period of strong economic growth in Denmark. In this period favourable tax allowances encouraged most employee households to choose to move into owner-occupied dwellings. The area comprises 3,000 rented dwellings, all large and well-equipped, and there are a total of about 10,000 inhabitants in the area.

When Vollsmose was constructed, it was the only place in the Municipality of Odense with rented dwellings available, and therefore many people with social problems were assigned flats in this area.

Through the 1980's, Vollsmose gradually changed character. From being a modern green urban area, the area became 'somewhere to live if you can't find anywhere better'. In the 1990's, the area became synonymous with violence, crime, drug-abuse, and social misery.

At the end of the 1990's, the Municipality of Odense, in co-operation with the relevant housing companies, initiated preparation of a holistic plan for the area. The plan was based on the fact that many of the problems of the areas with non-profit housing are particularly due to labour-market problems related to social and ethnic segregation. In practice immigrants and refugees are to some extent cut off from parts of the private housing market.

In summer 2000, the Municipality of Odense adopted a holistic plan for Vollsmose. This plan is based on a vision that over ten years Vollsmose will become a well-functioning residential, business and recreational area, and a fully integrated part of Odense and Danish society, respectively. The area is to be developed as a centre for cultural and commercial innovation, it is to become a primary example of the dynamism and opportunity held by a multi-cultural urban area, and a safe and secure environment is to be ensured for residents. The holistic plan presupposes close co-operation between the municipality and the many actors involved particularly housing organisations, voluntary organisations, and the police. The plan recommends a strategy comprising three overall and equal elements:

1. In close co-operation with the housing organisations, the municipality will develop a social and more varied composition of residents and seek to augment the area with business and public-sector functions.

2. In co-operation with the residents, the municipality will start initiatives related to employment, education and training, physical frameworks, leisure, and culture.
3. The municipality will develop the municipal organisation with special focus on developments in the special problems at Vollsmose and enhance cohesion in municipal bodies and co-operation with other authorities.

2.5. "Nordvestkvarteret" in Copenhagen – an example

"Femkanten" is an area in the neighbourhood known as "Nordvestkvarteret" in Copenhagen. This area comprises two large multi-storey residential areas, constructed during the period from the late 1930s to the 1950s, and an older commercial area. At the time of construction these residential areas were some of the best ever built, and they were considered models for future urban growth.

However, general developments since the 1930's have caused this area to gradually slip on all quality scales. The majority of the 4,100 dwellings are bedsits or one-bedroom flats, many of which are insufficient or malfunctioning facilities. Approximately 6,500 people live in the area, many of them are cash-benefit claimants, early-retirement benefit claimants, unemployed, or on social grants. At the same time, the area is dilapidated, distressed, and neglected, and alcohol and drug abuse are increasingly pressing issues.

In 1996, the Municipality of Copenhagen, the Danish Ministry of Housing and Urban Affairs, and the Danish Ministry of Social Affairs collaborated on initiating the first urban regeneration project. This project aimed at carrying out holistic measures in "Nordvestkvarteret" in co-operation with area residents.

The project commenced with the establishment of a Community Centre in a former municipal property. This centre has a board of directors and secretariat consisting of residents and other representatives from the local area and has served to initiate discussion in the area, a discussion which has led to the preparation of a plan as well as of a number of proposals and points.

On the basis of this plan, urban-renewal funds have been allocated for renovation of buildings and open spaces, as well as for the establishment of a workshop in connection with the Community Centre. The initiative has been taken by the residents throughout the process, and their proposals and recommendations have largely been promoted and implemented.

The Community Centre is the hub and centre of activity for the overall efforts. Two projects are now nearing fruition: the renovation of a city square on the basis of an architectural competition, and the renovation of a manned children's playground. In addition,

a traffic plan has been elaborated, and urban renewal funds have been granted to carry out experiments with urban renewal. These funds have to be used in order to improve open squares and individual buildings.

In "Nordvestkvarterer", the objective is to promote and improve co-operation between the business community and local residents. For example, one of the focus points concerns re-use of former commercial areas by new locally founded enterprises.

2.6. Special rules for housing assignment

From the outset, the Urban Committee has addressed the issue of current regulations on rented dwellings and their significance to resident makeup. Among other things, the practise hitherto employed, where non-profit housing is assigned to the most disadvantaged households, has led to a concentration of social problems.

As a result, legislative amendments were carried out in 1997 in order to make it possible to initiate a series of experiments regarding assignment of non-profit housing. The objective was to increase the opportunities of disadvantaged urban areas for attracting and assimilating privileged applicants, and to increase social responsibility as regards housing issues in privileged urban areas. For example, a series of experiments have been conducted on letting single individuals and couples without children have access to large apartments, which were previously reserved for large households. This was done to attract new groups to non-profit housing, e.g. young people who would otherwise choose an owner-occupied dwelling.

In addition to this, a number of experiments have also been conducted on allowing right of priority to the elderly, young students, or commuters who work in the local area.

These experiments have indeed had the desired effects, and consequently in 2000 permanent amendments to rental/assignment regulations with respect to non-profit family housing have been made. Today up to 90 per cent of the dwellings in an estate can – by agreement – be rented out on the basis of special criteria.

2.7. The Government's integration plan

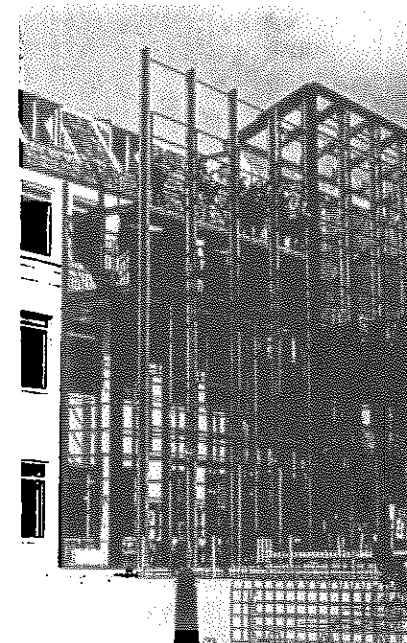
In Denmark, urban issues and social housing problems especially afflict refugees and immigrants.

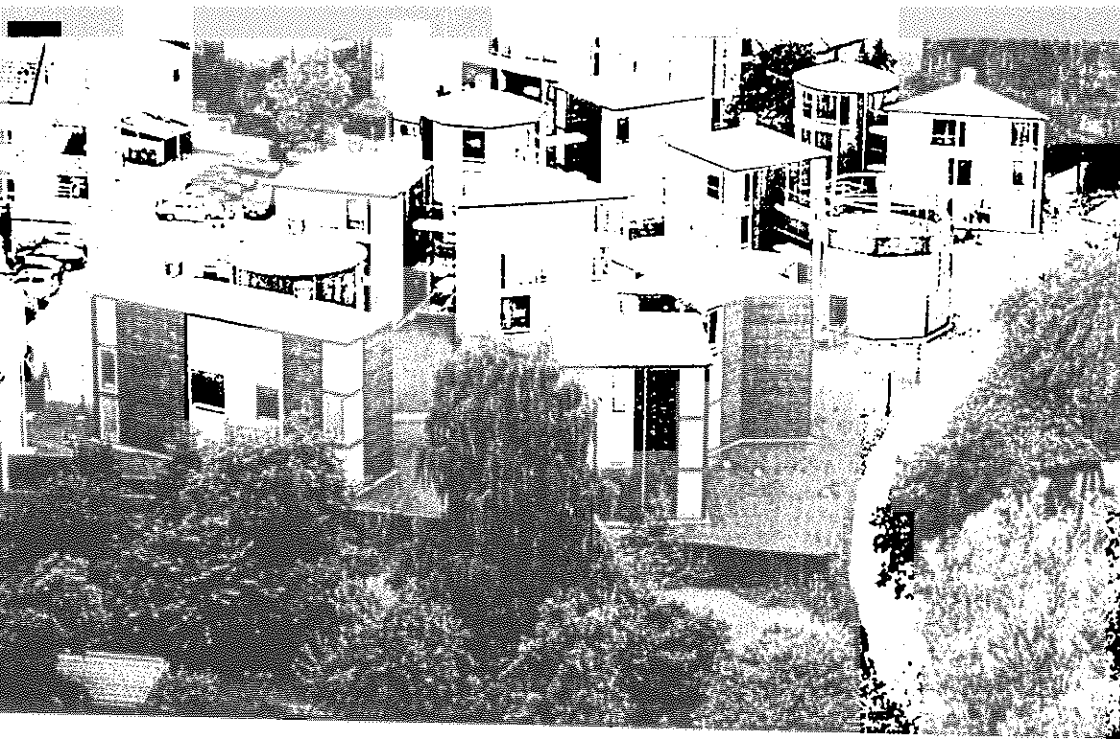
Denmark is home to approximately 300,000 immigrants and refugees, corresponding to 5.6 per cent of the total Danish population. As a group, these are characterised by significantly greater unemployment rates than the rest of the population, a fact which is caused by a mix-

ture of issues: language barriers, cultural issues, social conditions, and education issues.

The growing number of immigrants has made a particularly pronounced impression on the non-profit housing sector. Throughout the last 15 years, the percentage accounted for by immigrants in the non-profit housing sector has increased from 4 per cent to 17 per cent. At the same time, the trend has been for immigrants to be assigned dwellings in areas already housing a large proportionate share of socially maladjusted Danes, a fact which has rendered integration of the immigrants and refugees more difficult. In a few areas, immigrants comprise the majority of the total residents.

In the beginning of 2000, the Danish Government adopted an overall action plan for better integration. One objective is to increase the opportunities of deprived urban areas with respect to attracting more ad groups and to increase the responsibility of non-deprived urban areas with respect to social urban problems in general. Among other things the action plan includes flexible respect to renting in non-profit housing, reduction of the level of rents, municipal access to subsidised co-operative apartments, providing rural municipalities with better opportunities for contributing to the solution of social housing tasks etc.





3.3. Less rigid functional segregation

Urban growth caused by industrial development has hitherto been characterised by geographical segregation of individual urban functions – i.e. dwellings, commercial properties, etc. This has been a natural strategy in efforts to create better and healthier dwelling environments.

Through the years, commercial enterprises have moved from densely built-up towns and cities out to suburbs or even more remote areas, whereas an ever-increasing percentage of the Danish population live in purely residential areas in and around cities. At the same time, large sections of the retail trade have moved to shopping centres on the outskirts of cities.

The result of this urban development has been less varied or interesting Danish cities – and a significant increase in traffic between the various areas. Thus, functionalistic planning has aggravated many present and future problems for towns and cities.

In recent years, a paradigm shift from functional segregation to functional integration has taken place within the Danish governmental framework for public planning. There is increasing focus on the concepts of integrated and holistic planning, and the concept “compact city” signifies a desire for greater integration of various urban functions.

Aerial photo of Teglholmen at Copenhagen Port. Photo: Copenhagen Municipality

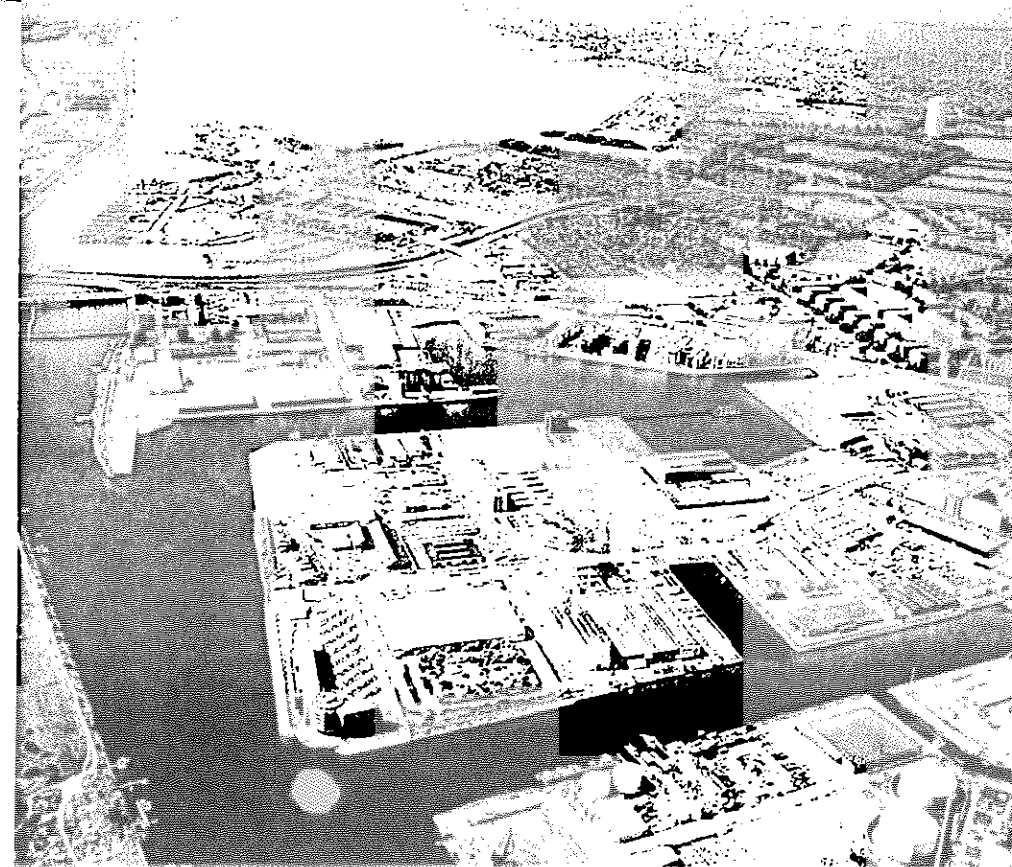
In this context, it is important to locate the most densely built-up commercial and residential areas in places where it is possible to establish public transport.

At the same time, recent structural labour-market trends generate increasing numbers of places within the service sector, thus providing opportunities for integrating such workplaces into residential areas. Today, some manufacturing enterprises also involve such small environmental impacts allowing them to be located alongside other urban functions.

In particular, there are opportunities for reclaiming and reusing older commercial, railway port areas situated in central urban areas. This will entail less transport between dwelling workplaces.

3.4. Workplace location close to public transport

The government statement on regional and local planning stresses that such planning must ensure co-ordination of urban development and public transport. Activities generating the most traffic – retail, labour-intensive enterprises, and dense urban development – must be located to coincide with the best public-transport service possible.



In order to reduce traffic activity in the capital area, there is increasing emphasis on the need for locating large-scale developments near a railway or underground station. In the neighbouring counties, urban growth should mainly take place in the immediate vicinity of public-transport lines to and from Copenhagen in order to support use of public transport.

3.5. Regulation of retailing

Traditionally, retailing has been amongst the group of commercial activities with the greatest degree of integration with other urban functions, in city centres as well as in residential areas. Retailing has contributed to the flavour of individual urban areas.

In recent decades, retail sales have increasingly moved towards large shopping centres located on the outskirts of cities. This has contributed to a significant increase in car traffic, and reduces shopping possibilities for several groups of citizens and may eventually spell disaster for retailing in small and medium-sized towns and city centres.

In 1997, an amendment to Danish planning legislation was adopted to ensure that planning aims at locating shops, etc., in city centres. In future, convenience stores may not exceed a floor size of 3,000 gross square metres except in special circumstances, while specialist shops cannot be larger than 1,000 gross square metres. These initiatives are to ensure that all groups of citizens have easy access to shops in their city and town, and less dependence on cars for shopping purposes.

3.6. Slow-down on transport-sector expansion

Since 1980, passenger traffic in Denmark has increased by 65 per cent. This growth has mainly occurred within car traffic (private). Whereas each Dane drove 7,000 kilometres a year on average in 1980, the corresponding figure for 1998 was 11,000 kilometres.

This trend has forced the Danish government to readjust its objectives regarding the reduction of CO₂ emissions.

Today, Denmark has a well-developed infrastructure, so it is not an expansion of infrastructure, but rather the use thereof, which is vital to the development of more efficient and environmentally conscious transportation. Consequently, the government wishes to focus on the issue of how the existing infrastructure can be used in a more efficient and environmentally friendly manner. This puts physical planning in focus as a necessary tool for enhancing sustainable transport solutions.

In large towns and cities, a number of experiments are being carried out on the development of concepts for goods distribution which reduce traffic. Such experiments may involve require-



ments on vehicle size, capacity, and environmental impact as well as reorganisation of transport. The development of multi-mode transport networks will take place across traditional transport-sectors such as road, railway, sea, and air transport. As a result, it is vital that the enterprises within the transport sector team up across existing structures.

Emphasis is also placed on improving traffic conditions for buses and cyclists. Qualitative improvements in public transport will constitute an important contribution towards a change in traffic patterns from private cars to public transport.

3.7. Environmental impact assessment

Since 1989, the regional-planning authorities (i.e. the county councils and the Greater Copenhagen Authority) have been under an obligation to carry out environmental impact assessment (EIA) prior to the construction of individual development projects which may significantly affect the environment. The EIA procedure was implemented on the basis of an EU directive with a view to ensuring that all potential significant effects on the environment have been taken into account prior to commencement of a given project.

In 1999, the EIA regulations were amended in order to implement the amended EU-directive No. 97/11/EC. The most significant amendment concerns the regulations on public access and comment. The scope of projects which fall within EIA regulations has also been extended. Under the new regulations, authorities must publicise any decision made to the effect that a given project does not fall within EIA regulations.

In addition to the EIA regulations on individual construction projects, the Danish state has called on regional-planning authorities on a voluntary basis to prepare descriptions of environmental consequences of proposals for regional planning (in part or in their entirety) in order to ensure qualified decisions on long-term development. For instance, there are recommendations to carry out assessment of transport impacts of urban patterns and localisation policies as well as transport impacts arising from any new land designation.

Since 1993, all Danish bills which may entail significant environmental impacts must include a strategic environmental assessment (SEA) – on a par with the assessment of financial and administrative consequences. This regulation also applies to the annual Finance Act, etc.

3.8. Establishment of urban networks

Commercial trends during recent decades have caused individual towns and cities to become less closely knit, so that they no longer constitute self-contained communities with a reasonable balance between the resident labour force and local workplaces.

This trend means that individual towns can no longer be viewed as single units; they are part of a network of mutually dependent towns.

One of the growth centres in Denmark is the Øresund region. The construction of the Øresund link is expected to transform this area into a coherent region which spans several cities. For example, this has sparked the setting-up of a special Øresund Committee; a Dano-Swedish regional co-operation which transcends national borders.

In Southern Jutland and North Schleswig, a similar scheme for co-operation between the Danish and German parts of the area is being developed. Among other things, this has resulted in transnational university co-operation in order to boost the region's attractiveness to students, etc.

A number of other Danish cities have also become the centres of urban networks comprising several nearby towns.

3.9. International development perspectives

1. The EU "European Spatial Development Perspective"

In 1999, the European ministers responsible for spatial planning adopted the joint governmental planning perspective known as the European Spatial Development Perspective (ESDP).

The basis for this perspective is a desire to contribute to financial and social cohesion, protection of natural resources and the cultural heritage, and more balanced competition within Europe through common European efforts which apply the principles of subsidiarity and subsidiarity.

The main elements are:

- development of a decentralised and balanced urban pattern in Europe (polycentricity)
- equal access to infrastructures for transport and knowledge
- sensible and proper management and development of our European cultural and natural heritage.

2. The Council of Europe "Guiding principles for Sustainable Development of the European Continent", (the Hanover Document)

At the Council of Europe conference for European ministers responsible for regional planning (CEMAT) in Hanover in September 2000, the Member States adopted a development perspective for future physical and spatial development of the European continent. The Hanover Document is inspired by, and very much in line with, corresponding EU documents.

3. The UN "ECE Strategy for Sustainable Quality of Life in Human Settlements in the 21st Century"

September 2000 also saw the UN adopt a physical and spatial development perspective for the 54 member states of the ECE. This document was adopted at a ministerial session at the yearly session of the "Committee on Human Settlements".

Denmark has acceded to all three development perspectives, which are considered to complement each other. There is general agreement that cross-border co-operation is important, including co-operation on specific projects.

In addition to this, the Danish Ministry of Housing and Urban Affairs and the Ministry of Environment and Energy take part in the EU specialist group on Urban Development. A working group has been set up under the auspices of the Committee of Spatial Development – CSD. The primary task of this workforce is to prepare a basis for greater co-operation on urban policy within the EU. This includes identification and study of central urban-policy issues and instruments.

3.10. Local Agenda 21 work

At the Rio Conference on environment and development in June 1992, Denmark entered into a commitment to have all Danish counties and municipalities prepare a so-called local Agenda 21, i.e. a programme for how they can contribute to sustainable development within their own area. This was the first time in UN history that local authorities were attributed a central role.

As part of a revision of the Danish Planning Act in the spring of 2000, work on Agenda 21 has become compulsory, as all municipalities and counties must present an account of their Local Agenda 21 strategies at least once every four years.

Involvement of Schoolchildren in the Agenda 21 process

In 1998, the organisations Danish AFS, the Danish United Nations Association, the Danish Outdoor Council, The Association of Danish Geographers, and the Danish Association for International Co-operation took initiative for the environmental project Action 21, which has now been implemented and assessed.

Action 21 was a project for young students in Denmark and Zimbabwe. The objective of the project was to combine studies of local conditions (environmental and societal) with communication across national borders and cultures. According to Action 21, the overall objective was: "to contribute to the development of contents and method in environmental education and training through cross-cultural communication".

In Denmark, this project was aimed at pupils in the 7th to 9th grade – in Zimbabwe it was aimed at secondary schools. A total of 100 Danish classes were twinned with Zimbabwean classes, which comprised pupils from ten schools from each of the ten geographical regions which the Zimbabwean school system is divided into. At the initial project stage, pupils wrote letters and sent pictures and drawings to each other to get to know each other. Following this, the pupils explored their own local community in order to analyse the environment and present an account of it to their twin class. As the final stage of the project, the pupils identified an environmental problem and offered proposals for solving it. All this was carried out as part of an ongoing dialogue between the twinned classes. The interdisciplinary activities did not just include traditional environmental subjects such as biology and geography, but extended to subjects such as English, Danish, social studies, and history.

This project was a specific, tangible initiative within the framework of local Agenda 21 efforts in the relevant municipalities. This collaboration bridged the gap between the local authorities, schools, and classrooms and included discussions with local Agenda 21 groups. The project was concluded at the end of 1998. The viewpoints on project results and on what constitutes an environmental problem varied widely. In this respect, Danish and Zimbabwean students revealed vast differences in outlook. Where Danish students came up with proposed solutions which involved general interest groups within society, the Zimbabwean students focused far more on what their school could do within their local area.

Action 21 was financed by subsidies and support from Danida, the Danish Green Fund, the Danish Ministry of Foreign Affairs's environmental secretariat, The Danish Outdoor Council's receipts from the State Football Pools/National Lottery, the Ministry of Education, and the Danish Grassroot Fund.

There are several objectives involved in preparing statements on Local Agenda 21 strategy. As far as the Danish state is concerned, the statements reflect a desire to promote local-government focus on sustainability; not just in terms of environmental sustainability, but also in terms of social, cultural, and financial sustainability. From the point of view of counties and municipalities, these statements can contribute to an overview of Local Agenda 21 activities which is serving as part of the ongoing dialogue with the Danish citizens.

Increased focus on the strategic elements of Local Agenda 21 will help strengthen political commitment. Thus, incorporation of Local Agenda 21 strategies into municipal and regional planning would be an obvious step to take. Local Agenda 21 is also viewed as a follow-up to the Habitat Agenda.

Local Agenda 21 in the County of Storstrøm

For many years, the County of Storstrøm has carried out work on Project Green County, a project which has spawned many different local Agenda 21 projects. One of the main focus points in local Agenda 21 work in the County of Storstrøm is Nature Management and Protection.

Agriculture and the environment: In the County of Storstrøm, work is being carried out to improve and optimise the environment around the Tubæk stream near Præstø. The objective is to reduce emissions and discharges into the river. To this end, the county has established co-operation with local farmers and farmers' organisations. All of the 150 local farmers are offered basic instruction on environmental-resource management. In this way, each farmer is able to examine and consider his own use of land for e.g. limiting consumption of energy, pesticides, and fertilisers, caring for natural areas, and protecting aquatic areas. On this basis, the parties become able to enter into an "environmental contract" with the county.

Project Green County also includes a committee on sustainable agriculture which features a wide and varied membership circle. This committee is to perform as a "think tank" on environmental issues for the agricultural sector in the County of Storstrøm. For example, the committee has published a report on farmers' environmental issues, which provides a systematic survey of the opportunities for improved agricultural-resource management as well as measures to ensure good working environments within agriculture.

"Look after our Nature": This is the headline of a project, which provides the citizens of the County of Storstrøm with the opportunity to adopt a wild flower. The objective of this project is to secure the continued wealth of natural treasures. All citizens who wish to participate in this scheme can use a participation form to submit information to the county on e.g. species and habitats. This information is then passed on to the county authorities to update their knowledge on valuable natural sites. If the county authorities become aware of e.g. a need for care of meadows, etc., contact is established with the owners. The county can then offer good advice on cultivation of the land, and agreements, which may provide subsidies can be entered into.

Organic gardening: In 1999, the County of Storstrøm prepared a local Agenda 21 campaign on organic gardening. This campaign package was the result of collaboration between a group of local Agenda 21 contact persons from the municipalities and the leading figures within organic gardening in the county.

This material was distributed to housing associations, institutions, allotment garden associations, and others who might be interested in initiating local co-operation on this issue. The project was also promoted by articles in 13 district journals within the county.

3.11. Links to Rio and "decoupling"

The objective of the Danish government is to ensure sustainable Danish development, i.e. development which meets our present needs without destroying the opportunities for future generations to meet theirs.

The efforts to realise this objective take the form of a series of sector action plans. These plans include the following:

Energy 21

During recent years, CO₂ emissions from energy consumption in Denmark have fallen. In 1998, such emissions had been reduced by 8 per cent in comparison to 1988 figures. This reduction is primarily the result of Danish energy policies during this period, including initiatives to conserve energy and the use of renewable energy sources and cleaner fuels. Today, renewable energy sources supply approximately ten per cent of Denmark's total energy consumption.

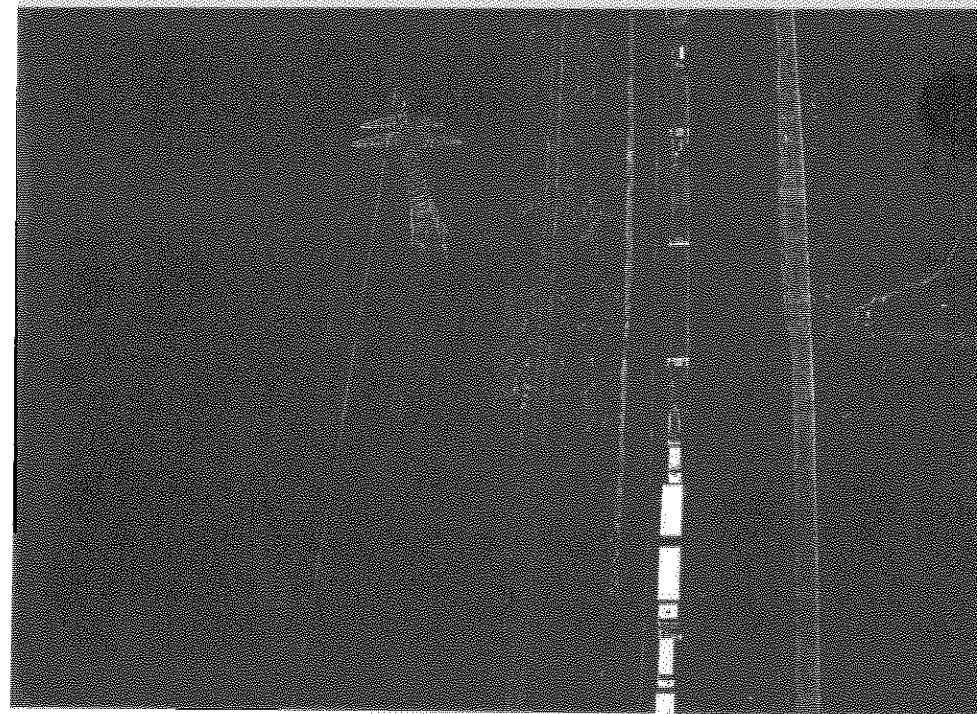
There is, however, still some way to go before the national objective regarding a 20 per cent reduction in energy consumption from 1998 to 2005 is met. In the spring of 1999, the Danish Parliament adopted a reform scheme for the electricity sector. This reform made Denmark the first country to introduce a market for CO₂ quotas which impose annual maximum limits on CO₂ emissions from the electricity sector. Moreover, the adoption of a proposal for new energy-preservation legislation lays down a framework for future efforts; a fact which paves the way for prioritisation of this area.

Traffic 2005

Transport and traffic entail negative environmental impacts and thus result in environmental costs. In addition to local air pollution in cities, noise, and accidents, the greatest environmental impacts concern emissions of nitric oxides, sulphur dioxide, and CO₂, which is a greenhouse gas. Transport accounts for slightly more than one-quarter of Denmark's total energy consumption. In the 1993 Action Plan known as Traffic 2005, one of the objectives is to stabilise CO₂ emissions from transport/traffic at 1988 levels no later than 2005. In recent years, air pollution from transport has decreased, whereas CO₂ emissions have increased by 18 per cent during the period 1988-1998. This fact has rendered it difficult to meet the objective of a general reduction in CO₂ emissions.

Waste 21

The Danish government's new waste plan, Waste 21, lays down the overall framework for Danish waste policies until 2004. The plan paves the way for a shift focusing on environmental improvements to Danish waste management. So far, emphasis has been placed on quantitative aspects of waste management, i.e. minimising waste and more recycling. One of the most important future challenges will concern efforts to ensure greater quality in waste treatment, i.e. to reduce environmental impacts from substances and to make better use of our resources.



During a debate in the Parliament in May 2000 the Danish Government was requested to work actively for a new global agreement on environment and development at Rio+10 to create renewed momentum in global environmental co-operation.

4. Economic development

"We shall work to expand the supply of affordable housing by enabling markets to perform efficiently and in a socially and environmentally responsible manner, enhancing access to land and credit and assisting those who are unable to participate in housing markets".
(The Istanbul Declaration, para. 9)

4.1. Introduction

The prosperity and favourable economic climate of the 1990s caused an increase in the number of persons employed. Almost 2.7 million people of a population of 5.3 million are in employment. This places the Danish employment rate among the best in the Western world.

The number of jobs available increased within both the public and the private sectors; this increase was particularly pronounced within the service sector. A total of almost 65 per cent of the economically active population works within the service sector, while 27 per cent are employed within industry or transport. Only 4 per cent work within agriculture and fishing.

4.2. The public and private sectors – new trends

In recent years, a number of tasks which were traditionally carried out by the public sector have been taken over by private enterprises. This is particularly true of operating and maintenance tasks regarding the building stock and infrastructure facilities. At the same time, a number of public suppliers which previously enjoyed a monopoly within their particular area must now submit to normal conditions of competition. This has been done by allowing customers to choose freely between different suppliers, or by allowing private enterprises to perform tasks traditionally carried out by the public sector, such as operation of buses or trains.

There were several reasons behind this change in the division of labour. Firstly, the publicly operated and financed sector in Denmark grew steadily during the 1960's and 1970's, until it reached a size where it met with political resistance. Secondly, Denmark has been influenced by the global tendency to allow market forces greater latitude.

Up to the present, many of the services paid for and offered to the Danish population by the public sector have typically also been produced by the public sector. Recent years have seen a shift in attitudes as regards the boundaries between public-sector and private-sector production. Through outsourcing, tenders, and privatisation, buyers and manufacturers have been separated within an increasing number of areas. This has allowed the public sector to give greater priority to its role as a buyer, making demands on its suppliers and checking the quality of the services

and products supplied. However, outsourcing has also been known to cause problems for employees as well as users in a number of cases. Such problems include issues concerning definition and measurement of the quality of outsourced services.

A parallel trend to the changes in labour division between public and private enterprises has been the growing political interest in providing incentives from the community to private enterprises to take a more active part in performing social tasks. For example, efforts have been made to motivate enterprises to employ persons with reduced working capabilities.

Another feature of the gradual softening of the boundaries between public-sector and private-sector tasks is the gradual construction and expansion of a labour-market pension system. This system was developed during the 1990's and comprises pensions schemes which are paid by both labour-market parties and which will increasingly supplement the publicly financed old-age pension scheme.

4.3. New tasks for municipalities

Municipalities play a vital part in Danish urban policy. For example, this can be seen from the government's Urban Action Plan, which is characterised by a "bottom-up" approach. The plan asks municipalities to identify and analyse conditions in problem-ridden areas and indicate possible solutions. This will entail a different mode of planning than the usual planning which focuses on new construction and growth. It will also involve identification and evaluation of local urban policies, the consequences of which will be incorporated in the municipal budgets. Research institutions, authorities, urban-renewal enterprises, etc., can offer input and proposals for solutions, but the municipalities must take the initiative to collect such input.

This raises three main tasks for municipalities.

First of all, they will have to delegate authority. New types of democracy and methods of extended resident participation and influence must be developed.

Secondly, there will be a need for the development of cross-sector administration methods. Implementation of improvements which are directed at an entire urban area – and which aim to stimulate activation of the area's own resources and attract potential private investment – require initiatives across the sector boundaries of municipal administration structures. For example, establishment of a local, flexible housing market with greater freedom of choice requires co-ordination of policies on housing for the elderly, administration of dwelling conditions, and the planning authority, efforts to improve public spaces, etc.

One possible type of new player in local urban-development processes might be development companies which comprise representatives from various local stakeholder groups. A development company would be responsible for the overall management of the development process, while the various stakeholders would be responsible for specific tasks.

ment company is a locally based agency with the power to interact with various authorities and administrative branches. Development companies may employ consultant assistance for special tasks.

Thirdly, new opportunities will open up with the formation of new types of partnership. The idea behind partnerships is to gather the various stakeholders regarding local-area development in one place in order to break down some of the traditional barriers and achieve synergy instead. Representatives from the public sector, the business sector, and the community team up to identify and present common objectives and visions. Partnerships are relatively independent agencies able to act across the normal boundaries between public authorities, commercial enterprises, and residents' organisations. They will be able to exercise authority over financial funds and have access to utilise public services. One of their tasks at local level might be the administration and management of the overall programme for urban policies. Partnerships help to break down the barriers between the private and public sectors, between state and local government, and between the participating stakeholders.

Establishing partnerships is not, however, always an easy process. Often, partnerships are limited by existing legislation and rules on financial accountability and competency regarding participants.

Co-operation on development of trade and industries has become a cornerstone for many towns, cities, and areas in their endeavours to solve local problems. More than half of the 277 municipalities in Denmark are involved with industry and trade development councils, programmes, etc.

5. Urban Governance

"...we must, within the legal framework of each country, promote decentralization through democratic local authorities and work to strengthen their financial and institutional capacity in accordance with the conditions of countries, while ensuring their transparency, accountability and responsiveness to the needs of people, which are key requirements for Governments at all levels..." (The Istanbul Declaration, para. 12)

5.1. Introduction

The general economic and political climate has caused a series of initiatives regarding development (in societal terms as well as in terms of trade and industry) to gradually move from state authorities to regional and local authorities. In this way, towns and cities are becoming central actors in the efforts to secure their own future.

This is also due to current urban policy where cities – among others – constitute the main actors.

5.2. Urban policy

In the urban white paper from 1999, the Danish Government states that our physical surroundings are of great significance to our general well-being – and that Danish citizens have a clear interest in exercising influence on their immediate environment. Therefore, as described below, fundamental principles in Danish urban policy are bottom-up participation, local urban democracy, partnerships, involvement of and influence by residents and neighbourhoods etc.

Generally, the most important elements in Danish urban policy can be summarised as follows:

- Focus on the whole city, on the interaction and spill-over effects between different areas and on urban problems as well as urban opportunities.
- Objectives to contribute to general welfare policy, promote economic growth, cultural etc. development and promote integrated urban development.
- Goals of beautiful, challenging and healthy cities, sustainable cities and cities with high quality of life, supported by public and private investments.
- Fundamental principles such as co-ordination and co-operation, local urban democracy, points of departure and involvement of local communities and the citizens.
- Important actors like the municipalities and local communities, organisations (e.g. profit housing estates, sports organisations etc.) and residents.



A total of DKK 196 million has been allocated under the Urban Fund Scheme ("Bypuljen") to realise the government's urban policy during the period 1999-2003. The Urban Fund Scheme is to promote local, sustainable co-operation on urban development and counteract the creation of ghettos and slums. Special focus points under the Urban Fund Scheme include local crime-prevention measures, local development and co-operation projects to promote integration and creation of workplaces in disadvantaged neighbourhoods, analysis and development of trade and industry zoning policies, and development of policy foundations and organisation.

5.3. Holistic urban renewal

The 1998 Urban Renewal Act includes a number of significant innovative measures.

For example, municipalities can choose between holistic urban renewal, which is targeted at a specific geographical area while addressing several issues (e.g. regarding traffic planning, housing-social issues, cultural issues, etc.) or a decision to carry out building renewal, which may comprise improvements to dwellings and open spaces as well as demolitions, new building development.

Areas, which fall within the scope of a decision to carry out holistic urban renewal, are characterised by being afflicted with numerous significant problems, which are not solely related to the housing stock. In particular, such problems concern building and housing-social issues, insufficient opportunities for cultural self-expression, and a street environment with heavy traffic. Often, such areas also lack common recreational spaces for neighbourhood residents.

The regulations on holistic urban renewal are intended as an incentive for municipalities to take steps against a broader range of urban-renewal problems than has hitherto been the case. Thus, holistic urban renewal is intended as a "catalyst" for investments – municipal and private – in a given area. As part of the practical implementation of the Urban Action Plan, a special theme for holistic urban renewal in 2000 (total budget: DKK 150 million) was the development of new models for democracy and public involvement as regards urban renewal. The measures initiated by municipalities which carried out holistic urban renewal included use of IT as an instrument for public involvement, appointment of a so-called "neighbourhood developer", Urban Centre Councils, and a division of urban areas into separate neighbourhoods with their own urban-policy study circles.

5.4. Renewal in municipal planning

In the spring of 2000, a number of amendments to the Danish Planning Act were adopted. This was done on the basis of the fact that a number of Danish municipalities did not fulfil



their obligation to revise and reconsider their municipal plan once every four years. The motive of the change was primarily to render planning more strategic and to strengthen commitment and municipal ownership of their municipal plan.

Before the end of the first half of the municipal electoral period, which is four years in Denmark, Danish municipalities must publish a strategic account of their planning with a view to creating awareness and discussion regarding municipal planning. In this context, decisions must be made on the following issues:

- should the municipal plan be revised?
- should the provisions in the municipal plan on special themes or areas be revised?
- should the municipal plan be adopted for another four-year period in its present form?

Before the end of the first half of the electoral period, Danish counties and municipalities must publish an account of their contributions towards sustainable development with the following main issues:

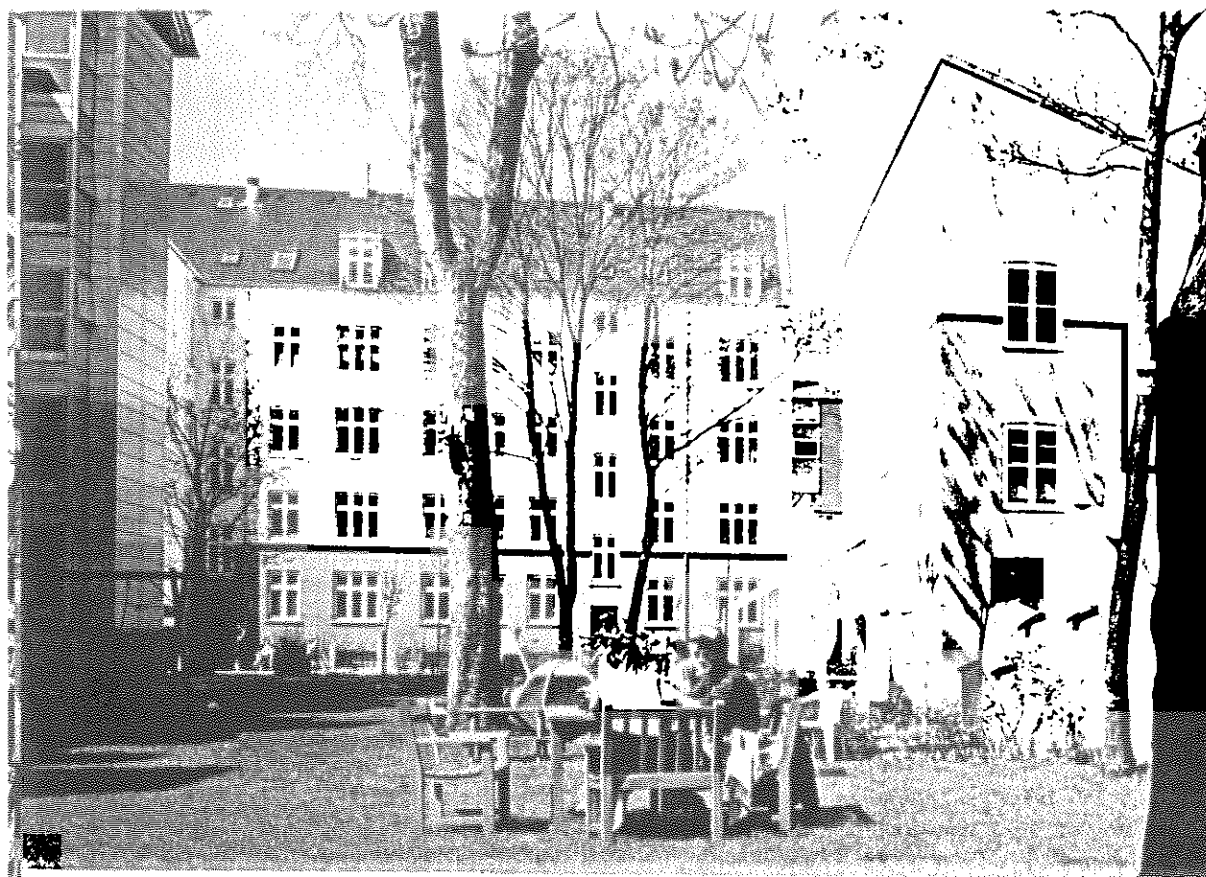
1. Reduction of environmental impacts
2. Promotion of sustainable urban renewal and urban restructuring
3. Promotion of biodiversity
4. Incorporation of citizens, trades, and industries, into local Agenda 21 work
5. Improved interplay between decisions on issues concerning the environment, transport/traffic, trade and industry, social welfare, human health, culture, and finance

5.5. Mixed ownerships and ways of living

According to the Danish government's Urban Action Plan, efforts should be made to promote mixed ownerships in individual urban areas when carrying out new building or development. Similarly, mixed ownerships in individual properties should constitute a more significant aspect of all future building.

One of the most significant differences between the owner-occupied dwelling sector and the rented dwelling sector (private as well as non-profit) is that tenants have limited authority to carry out improvements to their dwellings and no opportunity to mortgage their dwellings in order to finance individual home improvements. In order to reduce the differences between owners and tenants, it is currently being considered whether the regulations on "right of disposal" can be extended in scope, and whether individually funded improvement efforts can be stimulated further within the private as well as non-profit sectors.

The Danish Ministry of Housing and Urban Affairs has initiated experiments on greater freedom of disposal within private and non-profit rented housing. These experiments are to create



Urban renewal project, Frederiksberg. Photo: Jørgen Jørgensen

to the development of models that ensure greater flexibility and scope for individual adaptation of dwellings, thus rendering rented dwellings more attractive.

The Danish Ministry of Housing and Urban Affairs is currently running experiments in Ballerup on a new type of dwelling, so-called "non-profit co-owner-occupied dwellings". The non-profit co-owner-occupied dwelling concept is based on ideas of close and committed local communities while also allowing residents – co-owners – greater latitude in the design of their own dwelling. With such greater right of disposal comes financial responsibility, as 80 per cent of the total cost of such dwellings is funded in accordance with the usual regulations on funding of non-profit dwellings, whereas the remaining 20 per cent is financed by the residents themselves. This also ensures that co-owners will receive the current value of their investment when moving. The Danish trade union's housing association "Fagforeningernes Boligforening", as administered by the joint administration association "Fællesadministrationen 3B", is in charge of this project.

5.6. Participation and extended influence by residents and citizens

Given the right conditions, residents can constitute an important resource in efforts to increase quality in an urban area. In fact, active and motivated residents are a prerequisite for

"profitable" public and private investments in urban areas; thus, they are a prerequisite for attracting such investments at all.

As regards resident involvement, all experience shows that projects, which succeed in involving the residents, are also given a chance to tap into large hidden reserves of ideas, energy, and voluntary labour. Participation in decision-making generates commitment and responsibility regarding area renewal. In this connection, it is possible to distinguish between different levels of involvement and various forms of self-government at apartment level, property level, and neighbourhood level. Experience shows that when residents of a given area have expectations of others, they also begin to make demands of themselves. The results that residents do in actual fact have access to making their own decisions within an area are likely to hold to be significant.

Experiments regarding Community Councils have been carried out since 1997 in the municipality of Copenhagen, which has a population of 470,000. These local councils have been responsible for a number of those tasks, which have traditionally been handled by the municipality, such as local care for children and the elderly. In the summer of 1999, a majority within the municipal council decided to call for a referendum on a possible introduction of 15 community councils, covering the entire municipality. However, the 2000 referendum revealed so little interest in this project that it has been abandoned for further notice. There is no single explanation for this lack of interest.

5.7. The Greater Copenhagen Authority (HUR)

As of 1 July 2000, a new political authority for the entire Danish capital area has been established: the Greater Copenhagen Authority ("Hovedstadens Udviklingsråd" – HUR).

The Greater Copenhagen Authority has the following main tasks:

- Co-ordinating, expanding, and operating public transport in the region
- Preparing regional plans and following up on these
- Ensuring central traffic planning
- Co-ordinating and carrying out tasks in connection with Øresund collaboration
- Co-ordinating and developing regional trade and industry policies and tourism
- Contributing to the development of cultural life and implementing regional development

The Authority has 11 members. These members are appointed by the counties of Copenhagen, Frederiksberg, and Roskilde and the municipalities of Copenhagen and Frederiksberg. The three counties and two municipalities finance the Authority. Their mayors will always constitute five of the eleven members.

6. International co-operation

"... We recognize the need to intensify our efforts and co-operation to improve living conditions in the cities, towns and villages throughout the world, particularly in developing countries, where the situation is especially grave, and in countries with economies in transition..."
(The Istanbul Declaration, para. 5)

6.1. Introduction

Denmark grants one per cent of its gross national product (GNP) for development assistance. This assistance is administered by the Danish Ministry of Foreign Affairs. The overall objective of Danish development co-operation is to promote sustainable development through poverty reduction measures. The efforts to combat poverty are based on a triadic strategy which focuses on the promotion of broadly based, poverty-oriented economic growth with equal participation of men and women; human development through expansion of social sectors, and democratisation and public participation in the development process. Respect for individual rights and incorporation of both men and women in democratic decision-making processes constitute objectives in their own right while also being means for establishing sustainable societies. Emphasis is placed on direct public participation in the development process. This is also considered an important tool for ensuring that development activities retain their focus on measures to combat poverty.

In addition to the contribution of one per cent of GNP, Denmark also makes a special contribution, which in 2005 will rise to 0.5 per cent of GNP, as follow-up to the 1992 UN Conference in Rio de Janeiro on environment and development. In 1993, Denmark set up the "Environment and Disaster Facility" – now known as the Environment, Peace, and Stability Facility "Miljø-, Freds- og Stabilitetsrammen" (MIFRESTA) – which is described in more detail below.

6.2. Danish bilateral and multilateral co-operation in urban and housing development

Through the years, Denmark has supported a number of activities targeted at or related to urban issues. Within multilateral development co-operation efforts, Denmark has supported urban and housing development through the UN Centre for Human Settlements, UNCHS (Habitat) for many years (until the end of 1999). Denmark has also provided major contributions to the UNDP, thus supporting urban projects in a number of developing countries as well as regional and interregional programmes for urban development.

Within bilateral co-operation, urban development does not constitute a prioritised focus in itself. This does not, however, mean that urban issues have not been featured on agendas within development co-operation efforts. For example, as far back as 1989, the Danish Ministry of Foreign Affairs/Danida published a paper on urban and industrial issues: Environmental Issues in Industrial and Urban Development (the Danish Ministry of Foreign Affairs/Danida, 1989). In this paper, it is recognised that in developing countries, environmental issues are increasingly related to industrial and urban development. Consequently, the paper includes specific guidelines on how environmental aspects of urban development should be incorporated into urban activities which are being supported by the Danish Ministry of Foreign Affairs/Danida. The only actual sector programme for support for urban development under the auspices of the bilateral co-operation is the Urban Sector Programme Support to Bhutan, which was approved in 1998.

A series of other projects and sector programmes also comprise urban elements of various scope and significance. This is particularly true of interventions regarding e.g. water supply and sewers, energy, and decentralisation. Efforts made within the water sector have been based on the Danish Ministry of Foreign Affairs/Danida Policy Paper on the water sector (the Danish Ministry of Foreign Affairs/Danida, 1992). This paper identifies better water supply and sanitation in smaller towns, growth centres, and slum areas as an area that deserves special effort. The significant support for decentralisation in many of the programme countries (as Uganda, Burkina Faso, Tanzania, Bolivia, Nicaragua, etc.) also comprises significant support for urban areas, as the focus in this context is placed on the establishment of decentralised municipal capacity. Finally, the Private Sector Development Programme and the Mixed Finance Facility make active contributions to promote industrial development and better infrastructure in towns and cities, just as a number of NGO projects with Danish support are concerned with urban/housing issues.

The following lists a few selected examples of previous and ongoing "urban activities" supported from the Danish Ministry of Foreign Affairs/Danida within the bilateral area:

Africa

- Kenya – the Municipal Engineer Programme and support for the Urban Planning Department at the University of Nairobi;
- Mozambique – Environmental rehabilitation of suburban neighbourhoods;
- Zambia – Environmental action plans in selected provincial towns and cities; – an Urban Training programme on municipal planning;
- Namibia – Oshakati, Rundu – Capacity expansion, water supply, regeneration of urban organisation of the homeless. Namibia Housing Group (NHAG) – NGO project;
- Tanzania – Support for the development of the Ardhi Institute (now known as UCLD) in Dar es Salaam; the strategic plan for restructuring of the Dar es Salaam City Council; support for the Local Government Reform programme;
- Uganda – Women's project in Jinja and support for the Decentralisation Secretariat.

Asia

- Bangladesh – Water supply in cities;
- Bhutan – Urban Sector Programme Support and a project for improving water supply and waste-water management in cities;
- India – Karnataka Environmental Master Plan Study;
- Sri Lanka – Training programme on municipal planning;
- The Philippines – The Pasig River Project in Manila and water supply in regional cities;
- Vietnam – Water supply and waste-water management in Halong City, Dalat City, and Buon Ma Thuot City, as well as environmental action plans in several provinces.

Central America

- Bolivia – Training programme on municipal planning, and aspects of sector-programme support for indigenous peoples and decentralisation;
- Nicaragua – Municipal development programme and capacity building within municipal environmental administration.

The Middle East

- Egypt – Decentralised environmental management in two governorates;
- The Palestinian Self-Rule Areas – Municipal development project in the Gaza Middle Area.



6.3. The Environment, Peace, and Stability Facility (EPSF/MIFRESTA)

MIFRESTA comprises environmental assistance to developing countries. This assistance is administered by the Danish Ministry of Foreign Affairs and the Danish Co-operation for Environment and Development (DANCED) under the Ministry of Environment and Development. The Danish Ministry of Foreign Affairs takes care of global (multilateral) environmental assistance, whereas the two organisations share the responsibility for the bilateral environmental assistance to a group of countries in southern Africa and South-East Asia. The Danish Ministry of Foreign Affairs is in charge of co-operation with the low-income developing countries: Cambodia, Laos, Vietnam, Angola, Malawi, Mozambique, Tanzania, Zambia and Zimbabwe. DANCED takes care of environmental assistance to developing countries in better positions (i.e. Malaysia, Thailand, Botswana, Lesotho, Namibia, South Africa, and Swaziland).

The total commitment frame for MIFRESTA environmental assistance to the low-income developing countries accounted for approximately 0.08 per cent of the Danish GNP in 1999. A political agreement stipulates that this appropriation will increase to 0.125 per cent of the Danish GNP in 2005. The target areas for MIFRESTA environmental assistance comprise a series of sectors and cross-cutting issues which also receive support from the Danish bilateral and multilateral development allocations (1 per cent of GNP). An example is natural resource management. MIFRESTA is complementing the development allocations by securing a focus on the environmental dimension of sustainable development. The support to urban environment improvement is a good example of how this type of assistance acts as a supplement to development allocations.

The establishment of MIFRESTA has caused a significant increase in Danish development assistance efforts in urban areas. Thus, urban development and industrialisation is one of the thematic areas selected under the auspices of MIFRESTA (Danida/DANCED, July 1999). For example, DANCED supports urban projects in Thailand, Malaysia and South Africa under MIFRESTA (see the boxes below for examples). The same MIFRESTA facility is currently being used by Danida to support or prepare support for improvement of the environment in selected urban areas in e.g. Tanzania, Zimbabwe, Zambia, Mozambique, Malawi, Vietnam and Laos.

During the period from 1991 up to and including 1999, Denmark has provided environmental support to a total value of DKK 3.3 billion to countries in Central and Eastern Europe.

The DANCEE programme (Danish Co-operation for Environment in Eastern Europe) since its inception in 1991 and up to 1999 provided support worth a total of DKK 2.6 billion. A very large proportion of these funds were spent on expanding environmental infrastructure (waste-water management, water supply, waste management, etc.) in towns and cities throughout Central and Eastern Europe. At the "softer" end of the project scale, support has been granted for the preservation of culturally and historically significant urban environments.

The DANCED project in Thailand/the municipality of Khon Kaen on new methods for management of urban environmental issues

It is estimated that approximately 25 per cent of Thailand's population of approximately 60 million live in towns and cities, while city residents contribute approximately 80 per cent of the country's GNP. Thailand's extremely rapid processes of industrialisation and urbanisation through the last 15-20 years – combined with the lack of a fundamental infrastructure as regards water supply, waste-water treatment, waste management, and energy supply – have caused very serious environmental problems in urban areas. In particular, these city problems concern health issues and general standards of living in the poorest residential areas. Contaminated, untreated waste-water is discharged directly into rivers, causing great environmental and health problems, and the lack of proper sewers causes contamination of soil and groundwater. The increasing waste quantities from households and industries are frequently disposed of by means of unchecked and unofficial land filling or incineration, and the majority of all hazardous waste from industries, hospitals, etc., is disposed of without any control. The greatly increasing energy consumption within industries, dwellings, and households is characterised by very low efficiency. The energy-producing plants are inefficient, lack facilities for treatment/cleaner production, and contribute to serious air pollution, etc.

The objective of this project is to promote decentralised environmental management through establishment and expansion of capacity at the Ministry of the Interior in Bangkok and with local authorities and NGO's in the pilot municipality Khon Kaen in north-east Thailand. A holistic urban planning concept has been introduced; this concept incorporates environmental issues and sustainability, and the experiences from Khon Kaen are to contribute to the development of national frameworks for environmental management in the towns and cities of Thailand. Based on assessment of environmental conditions in Khon Kaen, this project has prepared and initiated implementation of action plans to solve prioritised urban environmental problems. Environmental planning has been aimed at waste and wastewater planning, user payment, and public participation as well as increased awareness.

The strategy of this project became particularly significant in the wake of the Thai government's follow-up on Thailand's constitution from 1997, which aims to carry out extensive decentralisation of administrative authority in the years to come. In specific terms, it is planned that the percentage of the Thai Budget under decentralised administration will increase from 9 per cent to 20 per cent in 2001, with an additional increase to 35 per cent towards 2006.

Danida support for Sustainable Mwanza

Since 1998, the Danish Ministry of Foreign Affairs/Danida has granted support for measures to improve the urban environment in selected provincial towns in Tanzania with funding from MIFRESTA.

These projects are based on the "Sustainable Cities Programme (SCP)" concept, which was initiated by UNCHS (Habitat) in collaboration with the UN Environment Programme (UNEP) and a number of other organisations. Tanzania has a national Sustainable Cities Programme, which was initiated in Dar es Salaam in 1992. Since then, nine municipalities have joined this programme. Danida thus far supports Mwanza and Iringa. There are plans to grant similar support to other municipalities including Arusha and Tanga. The Tanzania Sustainable Cities Programme is co-ordinated by the Urban Authorities Support Unit (UASU). UASU co-ordinates the SCP at national level and facilitates exchange of experience between participating Tanzanian cities. UASU also facilitates contact to the global SC Programme under UNCHS (Habitat), which makes it possible to utilise the tools which have been developed at programme level and to utilise the experiences of participating cities in other countries.

The urban-environment projects in Tanzania comprise support for preparing environmental plans, which identify and prioritise "brown" and "green" urban environment issues, and for identification of stakeholders which are relevant for such issues. A municipal consultation, which takes the form of a large-scale public meeting with all stakeholders, serves as a forum for discussion of the problems identified. A number of working groups are then set up with a view to having the relevant actors from the municipalities, the formal private sector, and the public (primarily municipal) authorities continue work on the issues and prepare action plans that form the framework for prioritised efforts to improve the environment. These efforts – which are anchored at community level and are based on strong local ownership – are supported through the establishment of environmental funds. Emphasis is placed on interventions with great visibility and power as examples and on having such efforts involve all relevant stakeholders and utilise appropriate technology, with a view to ensuring maximum sustainability.

Special effort is made to ensure that both women and men take an active part in the various measures to improve the environment, and great attention is devoted to heightening general awareness of a large number of urban environmental issues. In specific terms, support is provided to improve waste management, water supply, sanitation and wastewater management in local areas, development of unplanned local areas, etc. The projects also aim to further democratisation processes and good governance at local level, as an interplay between local government/authorities and other relevant stakeholders. Decision-making on specific measures for environmental improvements provides a high degree of public participation. The decision-making processes on which local communities have previously exercised limited influence, and closer interplay with authorities also promotes citizen insight into procedures and the information available, and thus aims to increase transparency in the decision-making processes and citizen's opportunity for taking part in the democratic decision-making process.

support has been granted through this scheme to Russia, Estonia, Latvia, Lithuania, Belarus, the Ukraine, Poland, Slovakia, the Czech Republic, Hungary, Romania, Bulgaria, and Moldova.

The DANCEE programme is supplemented by sector programmes aimed at implementation of environmental measures in other sectors. These programmes take the Baltic Agenda 21 as their point of departure and are aimed at the East European countries in the Baltic region (Estonia, Latvia, Lithuania, Russia, and Poland). Support to a total value of approximately DKK 0.7 billion has been provided through these sector programmes.

For example, the energy sector programme, which is the largest of the sector programmes, has provided support to a total value of DKK 265 million for various purposes, e.g. measures to increase efficiency and effectiveness within energy/electricity supply, etc. Another example is the Danish Ministry of Housing and Urban Affairs' sector programme, which aims to contribute to creating stable economic, social, and environmental development. This programme has supported energy improvements in dwellings and improvements regarding cadastral and geodetic matters in Latvia and Lithuania.

Denmark has also through subsidised loans helped finance environmental facilities (waste-water facilities, water-supply schemes etc.) in Central and Eastern Europe.

Moreover, as earlier mentioned, the MIFRESTA Facility is currently funding environmental efforts in e.g. urban areas in Eastern Europe under the auspices of the Ministry of Environment and Energy scheme "Danish Co-operation for Environment in Eastern Europe" (DANCEE). It should also be mentioned that the Ministry of Environment and Energy scheme "Danish Co-operation for Environment in the Arctic" (DANCEA) supports environmental efforts in Arctic areas under the auspices of MIFRESTA.

7. Future initiatives

"...As we move into the twenty-first century, we offer a positive vision of sustainable human settlements..." (The Istanbul Declaration, para. 15)

7.1. Priorities in housing developments

The composition of the housing market is of vital significance to the segregation of cities into well adjusted and less well adjusted areas so characteristic of many cities. Today, the housing market is characterised by large urban areas/neighbourhoods that comprise nothing but owner-occupied dwellings or rented dwellings.

According to the Danish government's Urban Action Plan, efforts should be made to increase mixed ownership in individual urban areas when carrying out new building or development. Mixed ownership in individual properties should constitute a more significant aspect of future building.

As regards existing buildings and dwellings, a basis must be created for greater equality and similarity of ownership forms. One of the most significant differences between the owner-occupied dwelling sector and the rented dwelling sector (private as well as non-profit) is that tenants have limited authority to carry out improvements to their dwellings and no opportunity to mortgage their dwellings in order to finance individual home improvements.

The first step has already been taken; The Danish Ministry of Housing and Urban Affairs has initiated experiments on greater rights of disposal within private and non-profit rented dwellings. These experiments are to contribute to the development of models that ensure greater flexibility and scope for individual adaptation of dwellings, thus rendering rented dwellings more attractive.

In this context, co-operative apartments are also thought to be able to constitute an important instrument in urban policies, as this type of dwelling accommodates an increasing desire to exercise influence on one's residence as well as the more general objectives concerning the structure of ownership types in urban areas.

7.2. Priorities in sustainable development

The Danish Government's initiatives for sustainable development in society as a whole comprise the following objectives:

- Protection of the Danish population and environment against impacts which can harm human welfare or health or upset the balance of nature.
- Promotion of sustainable forms of production and consumption.

Preparing the Danish national strategy for sustainable development. The Danish Government assigns central significance and priority to the work on a national strategy for sustainable development. During the spring and summer of 2000, the Danish Government carried out some preliminary analyses on environmental issues in order to have the best possible basis for its work.

- Securing and improving urban environments and natural as well as cultivated landscapes for present and future generations.
- Securing biodiversity, so that our flora and fauna will continue to exist in sufficient numbers to survive in their own natural habitats. Denmark is currently preparing a national action plan on biodiversity and nature protection.
- Protection of and regulations on the use of renewable natural resources (water, forests, and arable land) to prevent such use from destroying the balance of nature or depleting the quality of these resources now and in the long term.
- Careful management of non-renewable natural resources, development of alternatives, and reduction in our dependency on such resources.

As part of these efforts, focus will be placed on the Danish situation, and steps will be taken to honour Denmark's part of the general responsibility for solving regional and global environmental problems.

Within urban policy, measures to bring about more compact cities will constitute a central element in the efforts to create more mixed, and hence more rounded, urban areas. The background for the concept of more compact cities includes those opportunities for building which arise on a regular basis in connection with restructuring and amendment processes. A more compact city offers shorter distances to public and private services, more efficient infrastructure supply, and better opportunities for public transport, while reducing the need to designate more land for city development.

7.3. Priorities in institutional development and capacity building

The keywords for the creation of positive development of commerce and industry as integrated aspects of the city are private-public co-operation, partnership in a broader sense in urban restructuring. The parties involved can be public utility authorities, investors, utility/supply companies, institutions, local enterprises, citizens, etc.

Co-operation agreements between the public and private sectors might extend in scope to subjects where the main emphasis is placed on the social responsibilities of private enterprises. For example, this might take the form of "social agreements", where large enterprises enter into commitments to employ local labour from nearby disadvantaged residential areas for service functions, and to carry out projects to promote integration.

Experience on public participation in urban planning has shown a need to test new models of co-operation between citizens and authorities. The public should not only have access to voicing their opinion, they should also exercise real influence on urban development. This entails requirements as regards the approach used, and even though the frameworks for consultation should ideally be determined in advance, such frameworks should not be too rigid in scope; they should be able to accommodate ongoing adjustments to reflect current debates and local work.

Individual members of the public have very different starting points as regards their opportunities for exercising real influence. Such influence requires knowledge or access to knowledge of the actual urban-development situation, of what is significant to this situation, and of the social and political processes. Thus, an important aspect of the efforts to promote democracy is to provide citizens who have a desire and need to exercise real influence on this process with the resources necessary for them to do so.

In relation to democracy and public participation at neighbourhood level, the concept of a holistic urban renewal constitutes an important instrument. This also applies to the use of the experience and knowledge already gathered regarding public involvement and local democracy.

Urban Governance that integrates city elements vertically, i.e. the various levels of decision-making, and horizontally, i.e. the various sectors, should be established.

7.4. Priorities in international development co-operation

The strategy for Danish development co-operation was revised in 2000. "Partnership for Development" (October 2000) retains the basic objectives and principles hitherto found in Danish development policies, but it also takes into account international changes and contains a more rigid prioritisation on a number of areas.

"Partnership 2000" retains the focus of Danish development co-operation on development of rural areas, as the poverty issues which affect Denmark's programme countries are mainly concentrated in rural areas.

In connection with the strategy revision, an analysis document and 22 working papers were prepared, including working paper no. 8: "Cities in Danish Development Co-operation" ("Byer i dansk udviklingssamarbejde", The Danish Ministry of Foreign Affairs/Danida, March 2000). A number of public consultations have also been held as part of this revision of strategy. As far as the relations between rural and urban areas are concerned, the following points have been among those emphasised: The commonly found distinction between rural and urban areas is unproductive and should be replaced by a more dynamic way of thinking which ensures that the potentials inherent in an improved interplay between the rural and the urban can be utilised. In other words, it is necessary to view the two as interwoven rather than as mutually exclusive entities.

Environmental problems in urban areas is now an acute, major issue. City environments are deteriorating rapidly, and pollution is not under control. The cities' demands for resources such as water, land, fuel, etc. often exercise large and mounting pressures on rural and natural areas. Sustainable development of rural districts depends on positive interplay between rural and urban areas. Development of small and medium-sized towns can help promote development of rural districts.

The vast population growth in the cities of developing countries and the general migration from the countryside to the city brings ever greater concentrations of poor people in cities. Even today, half the world's population live in urban areas, and an increasing percentage of all poor people also live in cities, thus causing poverty to become urbanised. An additional point is that in many respects, poor people in cities are more vulnerable than poor people in rural areas, for example in terms of food supply and physical safety and security.

Denmark's development policy will take this trend into account, incorporating relations between rural and urban areas in activity planning. This does not involve any concept of opposition between rural and urban areas. Quite the opposite: development of urban communities is closely linked to rural-district development through an exchange of labour, services, goods and natural resources.

Sector-programme support already means that Denmark and the relevant partners take a holistic approach to development strategies for sectors when preparing support measures. Thus, rural-urban relations are incorporated into sector programme support measures where this is considered relevant to balanced development, and where this can contribute to sustainable growth, increased employment, and better conditions of life for the poor. However, wider support for actual urban development programmes would entail a watering down of the principle of concentration in Danish development policy, as well as an extension in the scope of the focus areas, which would be difficult to match in terms of the resources available.

Thus, "Partnership 2000" will mean that Danida sector-programme support may address rural-urban relations, but the main emphasis must continue to be placed on the rural areas. For example within the framework of agricultural sector programme support, interventions may aim to assist expansion of processing methods, transport infrastructures and co-operation, and strengthening of agricultural-industrial production in cities. Research within urban areas may also qualify for support.

Even though new individual efforts regarding urban development are not foreseen under the auspices of Danida sector programme support, the MIFRESTA Facility still provides facilities (as described in chapter 6) for efforts in relation to urban environmental issues.

Sector-programme support should integrate components and activities, which take into account the relationships between rural and urban areas, i.e. issues concerning economic resource allocation for the entire sector. This will be relevant for practically all sectors. The approach should focus on rural/urban relations in respect of small and medium-sized towns. This approach facilitates flexible efforts, which will also make it possible to put the Private Development Programme and the Mixed Credits Facility to active use.

Regarding research, it should be mentioned that the Council for Development Research (RUF) recently announced their desire to promote research within the area "Towns and Cities in the Development Process"